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GENERAL PLAN

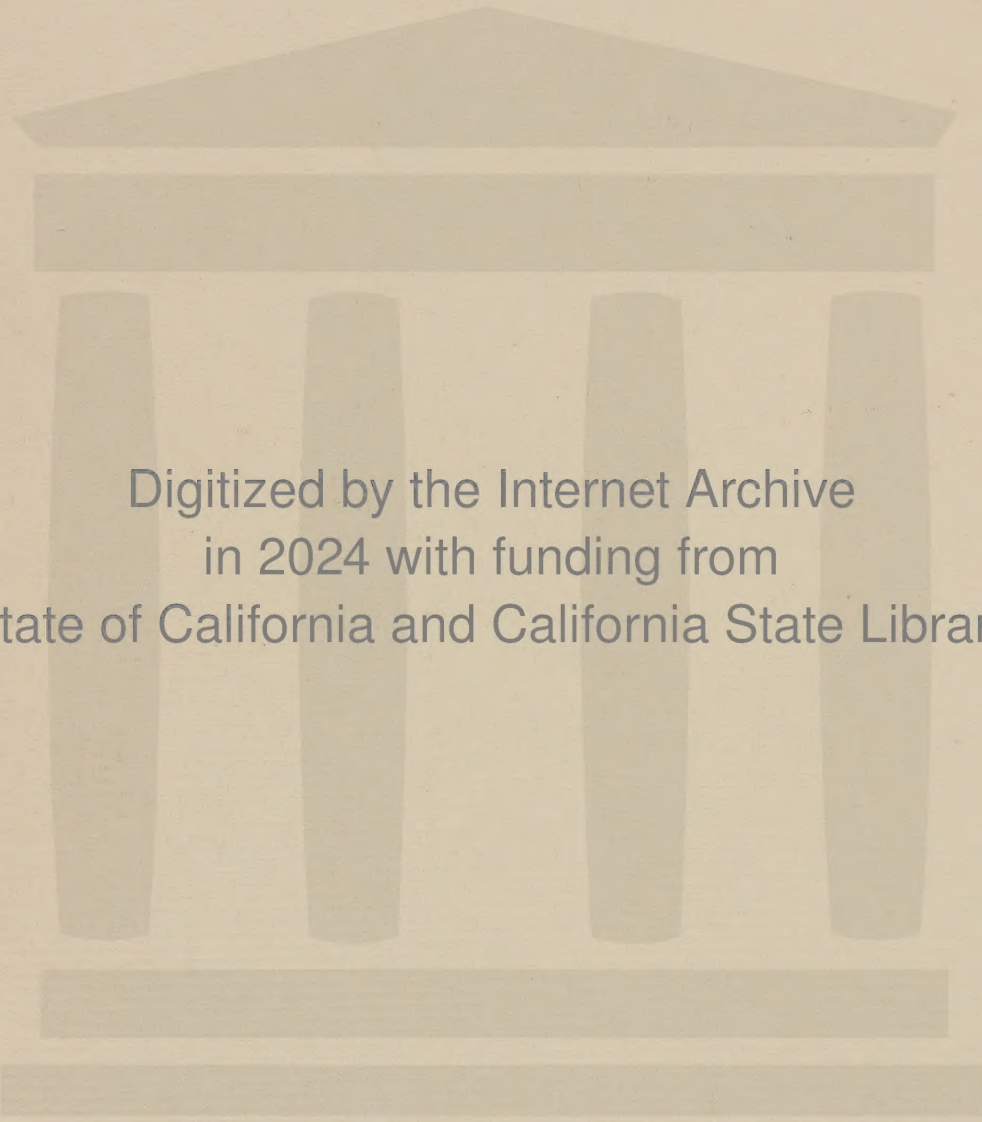


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Adopted November 9, 1983

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I. INTRODUCTION

This General Plan (GP) is the fourth major report produced in the Willits General Plan Revision Program. This report consists of the General Plan text, the accompanying General Plan Map, and Technical Data Base for Willits General Plan. This General Plan evolved through a series of meetings with the General Plan Advisory Committee composed of members of the City Council and Planning Commission, Chamber of Commerce, and community-at-large. This report incorporates the comments and suggestions of these various groups and individuals to the greatest extent possible.

The other reports which were prepared by Staff for this program and from which this General Plan has evolved, are as follows:

General Plan Policies and Implementation Measures Report
June, 1983

Issues and Policy Choices April, 1983

Background Information and Guidelines for
the Advisory Committee March, 1983

The 1974 General Plan was recognized to be of limited relevance as input to this program to revise the City's General Plan. Several General Plan elements adopted by the City subsequent to 1974 were reviewed, and their policy content that retains validity were integrated within the General Plan.

WHAT IS A GENERAL PLAN?

The General Plan consists of a written text and a General Plan map which together provide a comprehensive framework of City policies which are intended to serve as the basis for long term public and private actions and decisions, as defined under the provisions of the California Planning and Zoning Law. This General Plan is a composite of many policies, programs, and intended actions designed to:

- Guide and coordinate the physical, social and economic development of the community.
- Establish desired and feasible levels of municipal services including equitable provisions for allocating service costs.
- Provide an expression of City policy, based on community priorities and values to guide and coordinate activities involving other local, regional, state and federal agencies and programs.

Several criteria have been applied in the preparation of this General Plan that serve to distinguish it from other General Plans. First, it has been recognized that to be effective, the Plan should be prepared in a form which readily permits supplementation and amendment. It is hoped that the loose-leaf format, and the presentation on a chapter-by-chapter basis will serve the purpose, and avoid the monolithic take-it-or-ignore-it character of many General Plans. Second, to enable the Plan text to be capable of adoption and execution as a legislative document to the greatest extent possible, the narrative text has been kept to a minimum. Further, The General Plan is concise, and addresses only the goals and policies to be followed, and implementation efforts these imply or require. Third, to a great extent

the policies have been formulated from the standpoint of what is achievable and feasible, now or in the relatively short-term future. While this may diminish the visionary character of the Plan to some extent, it is increasingly less acceptable to set planning objectives or policies which are not implementable from a practical standpoint or which have only a decorative purpose. In some instances, the expression of the policies has involved difficult trade-offs between conflicting purposes or values. The results are not likely to please everyone, and in some cases represent the apparently least undesirable of several less than satisfactory alternatives.

GENERAL PLAN MAP

The General Plan map in its adopted form is an important document since it represents a clear and graphic expression of the future development pattern desired by the City, consistent with policies contained in the General Plan text. The General Plan Map (Figure 1) is expressed in terms of use categories which are organized into these classifications:

A. Residential-Suburban (R-S)

This classification is for application to suburban or rural areas in which existing or desirable future parcel sizes, soils, topography and surrounding uses indicate single family developments on sites of one-half acre or larger are appropriate with wells and/or septic tank sewage disposal. Consistent zoning may permit limited livestock raising and agriculture, and recreational uses subject to permit controls.

Maximum density: one family per one-half acre.

Minimum parcel size: one-half acre.

B. Residential-Low Density (R-L)

This classification is for application to extensive areas in and around the City in which the dominant use is, or is proposed to be, single family residential, where access and lot patterns are suitable for such use, and where urban services including water and sewer systems are installed or available.

Maximum density: one family per 6,000 square feet

Minimum parcel size: 6,000 square feet.

C. Residential-Medium Density (R-M)

This classification is for application to limited areas of mixed density residential uses or new development areas most suitable for multi-family, apartment or professional office uses, where all urban services are available, and where schools, parks, commercial facilities, etc. are in convenient proximity.

Maximum density: one family per 1,500 square feet.

Minimum parcel size: 6,000 square feet.

D. Commercial-General (C-G)

This classification is for areas which are presently used for general commercial purposes, or which are proposed for such use in the future because of location, access, need, and service potential. Such areas may be for local neighborhood service, for central business districts purposes, or for highway traffic services.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

E. Industrial-General (M-G)

This classification is for application to land areas which are best suited for a variety of industrial operations because of access, location, availability of power, water, sewer services and transportation facilities, and where their operations will be compatible with adjacent uses.

Zoning regulations must be applied in relation to the particular operations to ensure freedom of operation without detrimental impact upon such adjacent uses.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

F. Public Service (P-S)

This classification is for application to public sites of schools, parks, civic centers, fairgrounds, airports, museums, libraries, auditoriums, corporation yards, hospitals, and similar uses, and may be applied to quasi-public and public utility sites, including private schools, churches, hospitals, utility yards and stations, equipment buildings, etc.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

G. Open Space - Recreation (O-R)

This classification is for application to public sites which are to be used primarily for open space and/or recreational purposes. The classification is also used in combination with other basic classifications on sites which have dual uses such as school sites with athletic fields and recreational facilities, and may be used on open sites such as fairgrounds, airports, quasi-public recreational sites, etc.

The alternate open space symbol(-O) may be applied to signify open characteristics in combination with conservation element classifications such as Floodplain, Forestry and Agricultural.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

H. Conservation - Floodway (FW)

This classification is for application to waterways and primary drainage channels to indicate the need to protect channels for the free flow of storm waters and to regulate the use of land in adjacent floodplains for the protection of persons and property.

The classification may also be applied to areas subject to periodic inundation by overflow or storm water runoff.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

I. Conservation - Forestry (C-F)

This classification is for application to areas which are forested and/or suitable for either commercial timber production or retention and protection of a natural vegetative resource.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

J. Agricultural - General (A-G)

This classification is for application to areas which are suitable for agricultural production because of present use or future potential based on soil capability, and which should be retained in agricultural use and be protected for such use.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

K. Historical Resources

This classification is for application to historical resources within the community. The purpose of Historical Resources classification is to encourage the preservation and enhancement of unique historical resources in the City of Willits.

Maximum density: per appropriate zoning.

Minimum parcel size: per appropriate zoning.

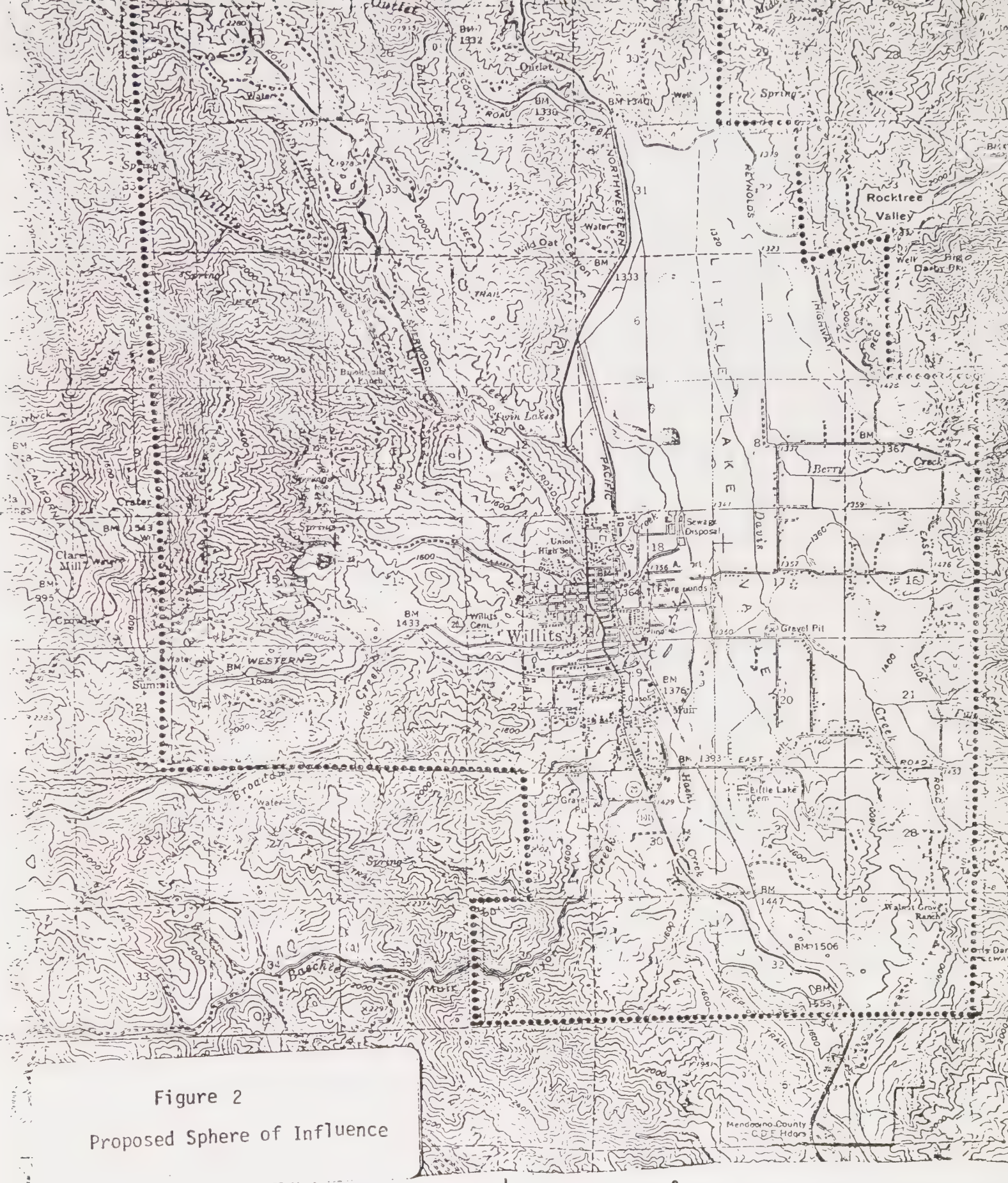
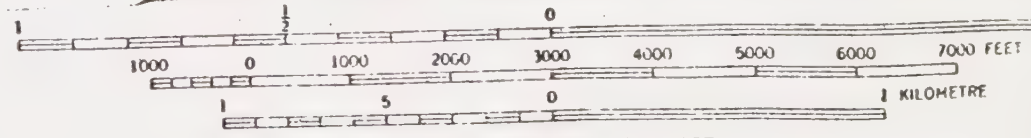
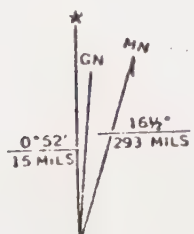


Figure 2
Proposed Sphere of Influence



CONTOUR INTERVAL 20 FEET
 DASHED LINES REPRESENT 10-FOOT INTERVALS
 NATIONAL GEODETIC VERTICAL DATUM OF 1929
 DEPTH CURVES AND SOUNDINGS IN FEET—DATUM IS MEAN LOWER LOW WATER
 SHORELINE SHOWN REPRESENTS THE APPROXIMATE LINE OF MEAN HIGH WATER
 THE MEAN RANGE OF TIDE IS APPROXIMATELY 5 FEET

The distribution of land uses designated in the General Plan Map, as adopted by the City, will become the basis for adjustment redefinition of zoning districts in order to achieve consistency as required by State Law (Government Code Article 65860). At the same time, it is important to bear in mind that the General Plan Map cannot reflect the quality and character desired in a particular land use category in a specific location except in very general terms. The General Plan Map indicates the predominant use of land recommended in each area, and does not preclude minor deviations from the overall pattern. It does not reflect every church, institutional, commercial, single-or multi-family residential use that may exist in areas designated for other uses, nor should it be interpreted as recommending or requiring their removal.

UPDATING, AMENDING AND IMPLEMENTING THE GENERAL PLAN

There is always a need to update and amend General Plans over the time. The General Plan is based upon analyses and assumptions concerning social, economic, and physical conditions, and this basic information is subject to periodic change and refinement. Each year, the City should review the Plan and, if necessary, update its supporting data in the light of new conditions and information. However, proposed changes should always be evaluated with regard to their environmental impact and to their consistency with the balance of the document.

Both the City Council and the Planning Commission must hold a public hearing prior to amending the General Plan. If amendment of zoning provisions is also required, a 30 day period must elapse prior to the actual approval of the rezoning application. According to State law, the General Plan cannot be amended more frequently than three times per calendar year (Government Code Article 65361).

It is intended that the final phase of the General Plan revision program will include the preparation of an implementation and monitoring program. Necessary revisions to the zoning and subdivision ordinances and other development regulations of the City will be prepared to achieve consistency with the General Plan as adopted.

In addition, the preparation of specific plans will be undertaken for specific areas of the City.

ORGANIZATION OF THIS DOCUMENT

Each of the nine elements mandated by the State Planning and Zoning Law are contained in the General Plan, although, because of their interrelatedness the elements are synthesized rather than artificially divided into separate chapters. Appendix A identifies where each component of the mandated element is located in this text.

The General Plan consists of four chapters in addition to this introduction:

- II Overall Municipal Development and Community Design
- III Residential Environment
- IV Economic Environment
- V Public Services and Facilities

Each chapter begins with a brief statement of the existing needs and conditions to be addressed in the General Plan. These statements are followed by:

Policies - Specific expressions of City objectives and intentions regarding a given General Plan issue leading to repetitive and consistent sources of action. Each policy is identified by a numbered reference in the left hand margin in consecutive sequence within each chapter.

General Plan Map Provisions - A brief discussion of the geographic designations portrayed on the General Plan Map.

Implementation - Statements of proposed specific City actions designed to achieve the stated Plan Policies. Each action is identified alphabetically in letters in the left hand margin in sequence within each chapter.

Supporting technical material developed as a basis for the General Plan policies or implementation measures is included either as a supplemental appendix to this document or in the separate Technical Data Base for Willits General Plan document.

II. OVERALL MUNICIPAL DEVELOPMENT AND COMMUNITY DESIGN

Situated in the northern part of Mendocino County, the community of Willits is nestled at the western edge of Little Lake Valley surrounded by the forested mountains of the California Coastal Range. According to the 1980 census, the City of Willits had a population of 4,008, or about 6 percent of the total population of the County.

Since developable land is such a scarce resource, policies governing new development and the improvement of existing areas are given special emphasis in the General Plan.

Therefore, primary Municipal Development and Community Design goals expressed in the General Plan (GP) are:

- to ensure that new development is of the highest possible quality and most appropriate to the needs of the community.
- to ensure that new development will enhance and complement those existing uses which are to be retained, and to minimize potential negative impacts upon them.
- to seek to improve the appearance and design quality of the community as a whole.

General Plan policies and implementation measures are organized in this chapter under the following headings:

- Municipal Growth and Development
- Natural Hazards
- Noise
- Urban Design and Appearance

Basic data relating to these issues have been compiled in a separate document entitled Technical Data Base for Willits General Plan. Material of particular relevance is contained in the following sections:

- I Population Characteristics and Projections
- II Land Use, Zoning, and Planning
- III Noise
- IV Environmental Hazards

MUNICIPAL DEVELOPMENT AND GROWTH

POLICIES

- 1** The City, in conjunction with LAFCO, will establish Willits' future Sphere of Influence. Willits will encourage a balance between agricultural, commercial, residential, and industrial development within its Sphere of Influence.
- 2** The City will emphasize the continued development and strengthening of appropriate commercial activities in Willits and the expansion of viable residential areas.
- 3** Revitalization of the existing community commercial area with downtown commercial, office, and appropriate mixed-use activities will be actively promoted by the City.
- 4** The City will seek to minimize potential land use conflicts by:
 - Defining compatible groups of activities and designating appropriate locations; and
 - Separating incompatible types of uses; and
 - Requiring appropriate development standards and buffers to control off-site impacts.

planning efforts will be undertaken to revive their potential.

- 5** The City will undertake or commission studies designed to evaluate the physical and fiscal capacity and effectiveness of its water, sanitary sewer, storm drainage and service delivery systems in order to determine its ability to service additional growth.
- 6** Municipal development will only occur at a time and location that is appropriate and consistent with the ability of local public agencies to provide it with public services and facilities in an adequate and efficient manner.
- 7** The City will seek to preserve and maintain the remaining appropriate open space lands and compatible outdoor recreational activities.

NATURAL HAZARDS

- 8** The City will require geologic, seismic and soil analyses and necessary design mitigation for major projects and structures having a low acceptable risk proposed in an identified geohazard zone.
- 9** The City will require geologic, seismic and soil analyses for all critical structures and those needed after a disaster.
- 10** No development designed for human occupancy will be permitted within 50 feet of fault traces mapped by the State Geologist.
- 11** The City shall promote the protection and enhancement of the streams and their riparian corridors through appropriate zoning or management techniques.

NOISE

- 12** The City will seek to maintain maximum noise levels of 60 dBA (CNEL) in existing residential areas. Efforts will be made to mitigate high existing noise levels in areas experiencing 70 dBA (CNEL) or greater.
- 13** The City will discourage new residential development in areas with a maximum project outdoor noise level over 60 dBA (CNEL) and will require indoor noise levels of not more than 45 dBA (CNEL) after project construction.
- 14** The City will encourage the location of noise sensitive land uses away from high noise areas, or require that effective mitigation be provided to control potential negative impacts (Appendix C.).
- 15** Transportation and land use planning will be coordinated to promote acceptable noise levels for specific types of urban activities.

COMMUNITY DESIGN AND APPEARANCE

- 16** Gateways to Willits will be identified by well designed landscaped entrances reflecting a concern for civic beauty, in order to promote civic pride and the economic vitality of the City.
- 17** In addition to incorporating the use of high quality design and the provision of an adequate level of amenities, all new development in Willits will attempt, through building orientation, to maximize energy savings.

- 18** The City will actively promote Willits' beautification by planting street trees and landscaping public rights-of-way. Signs will be strictly regulated in order to minimize their impact on the visual environment.
- 19** Overhead utility lines and poles will gradually be removed in central areas and ultimately throughout the City.
- 20** The City will pursue the rehabilitation of existing deteriorating buildings by planning, coordinating and implementing a variety of programs using a combination of private and public funding sources.

MUNICIPAL GROWTH AND DEVELOPMENT

IMPLEMENTATION

- A** Request recognition from LAFCO for a Willits Sphere of Influence as illustrated in Figure 1.
- B** Revise the existing Zoning Ordinance, Zoning Districts Boundaries, to implement and achieve consistency with the provisions of the revised General Plan.
- C** Prepare a five year Capital Improvement Program (CIP) to prioritize and coordinate major public works projects and redevelopment projects.
- D** In order to provide new and comprehensive regulations and standards for subdivisions, the City of Willits will prepare and cause to be adopted Subdivision Standards.

NATURAL HAZARDS

- E** Continue to enforce City policies requiring geologic studies for certain types of structures in areas of project seismic risk.

- F** Update General Plan Technical Resources Appendices on an annual basis to incorporate new information on seismic hazards and geologic conditions as it becomes available.
- G** Conduct a hazard reduction program for existing development in high risk zones. Inspect structures for conformance with the Building Code, with high priority for inspection given to emergency and critical facilities, older structures, and public facilities.
- H** Provide information to the public on earthquake and flood insurance.
- I** Review existing requirements and regulations relating to the mitigation of flood hazards, and revise as necessary.

NOISE

- J** Adopt a Noise Ordinance providing for the control of noise-generating activities and for the protection of noise-sensitive facilities.
- K** Develop an effective noise quality enforcement program including environmental impact assessment, plan inspections, and field monitoring.
- L** Continue to monitor current and projected noise levels generated by the operation of the municipal airport, and seek to avoid increased exposure to such noise within the City.

COMMUNITY DESIGN AND APPEARANCE

- M** Utilize the Community Development Block Grant Program to promote comprehensive improvements in deteriorating areas.

- N** The City shall undertake a comprehensive street tree maintenance program in cooperation with local organizations which will combine tree planting in unlandscaped areas with a City-private owner partnership to encourage the preservation and maintenance of existing trees.
- O** Landscape and beautify entry points to the City as well as major street rights-of-way.
- P** The City shall study the establishment of guidelines for waivers of specified permit requirements including parking requirements, building setbacks, street alignment, etc., where such waivers directly result in the preservation of exceptional existing landscaping without adversely affecting public safety.
- Q** Continue program to underground utility wires and utility poles in coordination with other street and utility improvements.
- R** Develop specific Design Review Standards for evaluating development proposals.
- S** Continue efforts to upgrade the effectiveness of Willits' architectural review and strengthen its educational, as well as its regulatory potential.
- T** Investigate the feasibility of establishing a Community Design office in Willits to assist local residents and businesspersons to upgrade and develop their property.
- V** The City shall develop a permanent Sign Ordinance to regulate signs within the community.

III. RESIDENTIAL ENVIRONMENT

The California Government Code (Section 65581) requires all localities to include in General Plans a housing element which states:

It is the intent of the Legislature in enacting this article:

To assure that counties and cities recognize their responsibilities in contributing to the attainment of the state housing goal.

To assure that counties and cities will prepare and implement housing elements which, along with federal and state programs, will move toward attainment of the state housing goal.

To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs.

To ensure that each local government cooperates with other local governments in order to address regional housing needs.

According to the Government Code, a housing element of the General Plan "shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobilehomes, and shall make adequate provision for the existing and projected needs of all economic segments of the community."

Background information and data on the magnitude and character of Willits' housing needs and the housing stock are provided in the Supplemental Appendix, and additional technical information is included in the report, Technical Data Base for Willits General Plan.

GENERAL PLAN MAP PROVISIONS

Residential categories are indicated on the General Plan map. These density categories are compared to existing zoning classifications and the required lot size in Figure 3.

Residential - Suburban (R-S)

This classification is for application to suburban or rural areas in which existing or desirable future parcel sizes, soils, topography and surround uses indicate single family developments on sites of one-half acre or larger.

Residential - Low Density (R-L)

This classification is for application to extensive areas in and around the City in which the dominant use is, or is proposed to be, single family residential, where access and lot patterns are suitable for such use, and where urban services including water and sewer systems are installed or available.

Residential - Medium Density (R-M)

This classification is for application to limited areas of mixed density residential uses or new development areas most suitable for multi-family, apartment uses, where all urban services are available.

In accordance with the Goals and Policies of this chapter, the densities indicated on the General Plan map are usually approximate to those which would be achieved if existing vacant and underutilized parcels and those containing non-rehabilitable units were to be developed at currently prevailing densities in the local area. Figure 3 illustrates the Zoning Districts which roughly correspond to the General Plan categories. It should be

recognized that the Zoning Ordinance provision relates to type of structure (e.g., attached vs. detached structures) and to the number of units allowed on each parcel, whereas the General Plan residential categories relate to average area-wide densities.

FIGURE 3

RELATIONSHIP BETWEEN DWELLING UNIT DENSITY,
AVERAGE LOT SIZE AND RESIDENTIAL LAND USE CATEGORIES

CITY OF WILLITS, CALIFORNIA

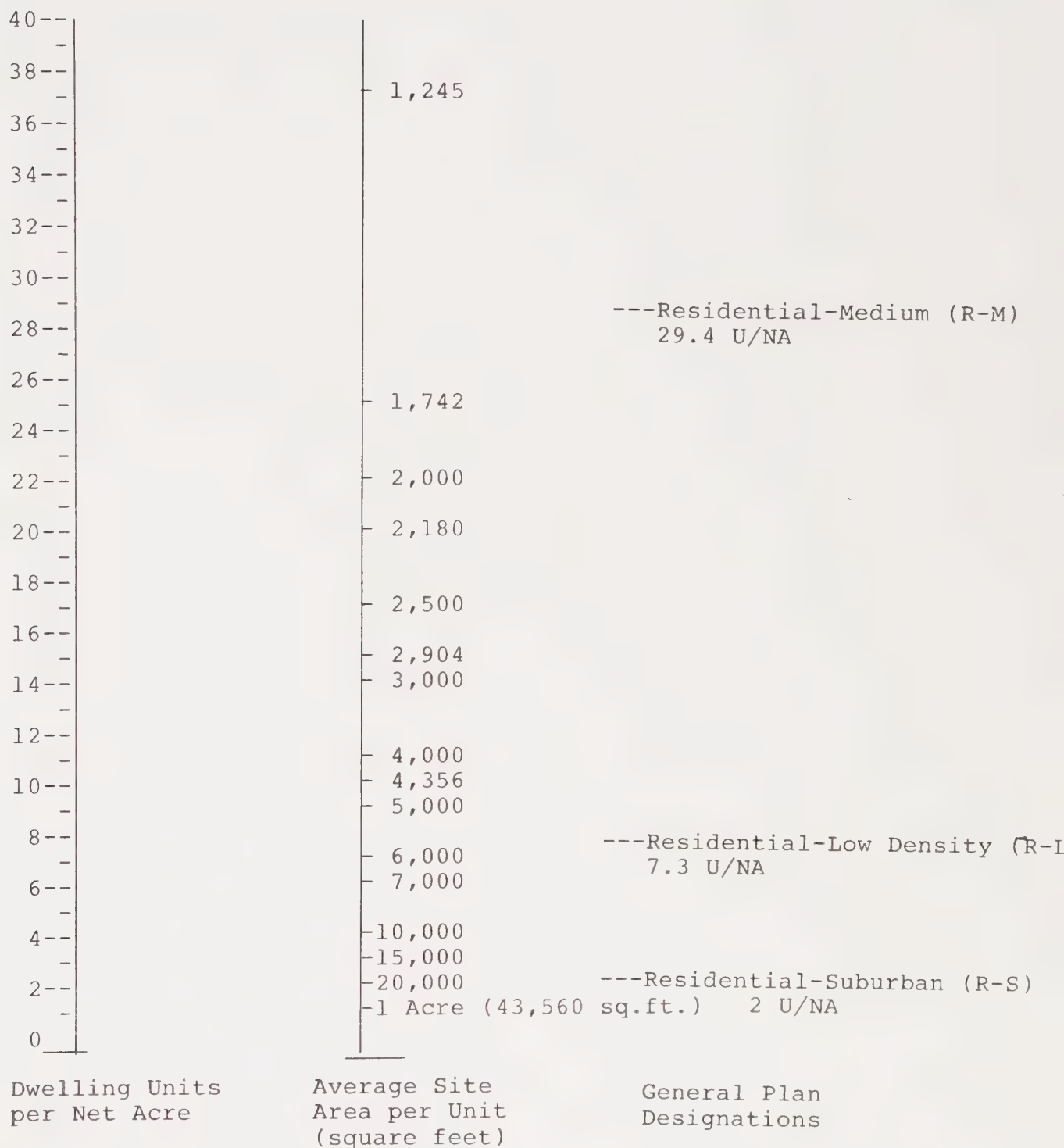


TABLE 1

NET ACREAGE OF GENERAL PLAN MAP LAND USES

CITY OF WILLITS, CALIFORNIA

<u>General Plan Classification</u>	<u>Net Acreage</u>	<u>% of Total</u>
Residential-Suburban	-0-	-0-
Residential-Low Density	312.5	24.2
Residential-Medium Density	114.6	8.9
Commercial-General	98.1	7.6
Industrial-General	219.8	17.1
Public Service	168.6	13.1
Open Space-Recreation	23.2	1.8
Vacant	351.6	27.3
	<hr/> 1,288.4	<hr/> 100.0

RESIDENTIAL ENVIRONMENT

POLICIES

- 1** The City, when reviewing or preparing any proposed zoning or subdivision action, environmental impact report, or water quality plan or action, shall consider the effect of such plan or proposal on the housing needs of the area and shall balance those needs against: the public service needs of Willits residents; available fiscal resources; and long-term environmental protection.
- 2** The City will give priority to infill development of vacant and underutilized land already surrounded by urban development or served by public services and facilities.
- 3** The City will support and encourage a reasonable amount of annexations which are consistent with the extension of public services and facilities and other City policies and plans.
- 4** In determining areas to receive extensions of public services and facilities (e.g. schools, sewer, streets, etc.), the City will give priority to those areas where such extension can occur with the least cost.
- 5** City opposes the imposition of any rent control or inclusionary zoning requirements within its jurisdiction.
- 6** The City will allow condominium conversions in circumstances which would increase ownership opportunities for middle income people without undue tenant displacement.

- 7** The City discourages the conversion of existing mobilehome parks within the City of Willits.
- 8** The City shall allow appropriately designed, federally certified mobilehomes on permanent foundations in all R-1 (residential one-family) zones.
- 9** The City shall allow auxiliary (mother-in-law) housing units on single-family lots where: the auxiliary unit is clearly subordinate to the primary residential structure; traffic, building and health regulations, and other valid development are met.
- 10** The City shall support the preservation and improvement of outstanding historical buildings in the City of Willits.

RESIDENTIAL ENVIRONMENT

IMPLEMENTATION

- A** A zoning ordinance amendment, including rezonings, are to be drafted that clarify the fact that any zoning action taken by the City must conform to the General Plan, specific plans, and other applicable standards and provisions of law.
- B** The City shall develop specific proposals which encourage the use of planned unit developments by preparing clearer policies and procedures for their use, as well as identifying areas appropriate to be zoned for such developments.

- C** Standards and regulations concerning condominium conversions, consistent with the recommendations and policies in this element shall be prepared.
- D** Changes to the Zoning Ordinance and other City codes to implement Housing Element policies on the conversion of mobilehome parks shall be drafted and submitted to the Planning Commission and City Council for review and adoption.
- E** In order to comply with Section 65852.3 of the State Government Code and with the policy contained in this element dealing with factory-built housing on permanent foundations in single-family zones, revisions may be prepared to the City's Building, Zoning, and other Ordinances to develop architectural standards for such units.
- F** This housing element shall be reviewed to determine: the appropriateness of its goals, objectives and policies; its effectiveness in attaining those goals and objectives; the progress being made in implementation; and its compliance with all applicable laws.
- G** The housing element and other City plans, including other elements of the General Plan, shall be made consistent. The consistency review shall identify those minimal changes to other City plans and elements, which may be needed to make them substantially consistent with this element.

H The City's permit processing procedures shall be reviewed and revised, including the following:

Produce a guide to City permit processing, including such simplified explanations, checklists, and diagrams.

I The City shall develop methods of gathering, maintaining and publishing statistics to include all or most of the following: housing starts, housing completions, type of housing unit to be built (number of units in structure, mobilehome or condominium, etc.), units demolished, valuation, and whether owner or renter occupancy is anticipated.

J The City staff shall provide information and referral service to any person believing to be the victim of intentional discrimination in housing.

K The City will work with private sponsors who may be interested in building housing for the elderly using available subsidies. The City will also consider applying for Community Development Block Grant funds or other available federal and state funds to acquire property to write down its cost.

L The City's permit processing procedures shall be revised to require that designers and builders of proposed housing developments consult Pacific Gas and Electric Company concerning energy efficiency early in the design of such developments.

- M** Consideration of energy efficiency will be required in City permit review processes concerning residential development. Permit review requirements will be amended to include an energy audit or other report describing the energy efficiency of the proposed development.
- N** In order to comply with Section 65915 of the State Government Code, revisions must be prepared to the City's General Plan and Zoning Ordinance to allow for Density Bonuses when a developer agrees to construct 25 percent of the total units of a housing development for persons and families of low or moderate income.
- O** In order to comply with the recently enacted SB1534, revisions must be prepared to the City's Zoning Ordinance to allow for second units in single-family zoning districts.
- P** A Historical Resource Plan shall be developed to identify buildings as local landmarks, or historically significant buildings.

CITY HOUSING ACTION PROGRAM AND IMPLEMENTATION FRAMEWORK

<u>IMPLEMENTATION PROGRAM</u>	<u>ACTION NEEDED</u>	<u>DEPARTMENT</u>	<u>PROGRAM FUNDING</u>	<u>TIME FRAME</u>
1. Zoning and Planning Consistency	Revise Zoning Ordinance	Planning Department	City Staff Time	June, 1984
2. Flexibility in Infill and Planned Developments	Guidelines for Planned Developments	Planning Department	City Staff Time	June, 1984
3. Condominium Conversions	Standards for Condominium Conversion	Planning Department	City Staff Time	July, 1984
4. Mobilehome Park Conversion	Revise Zoning Ordinance	Planning Department	City Staff Time	July, 1984
5. Mobilehomes in Single Family Zones	Revise Zoning Ordinance	Planning Department	City Staff Time	July, 1984
6. Housing Element Review	Update Housing Element	Planning Department	City Staff Time	September, 1984
7. Consistency with other Plans and Elements	Consistency review of other Plans	Planning Department	City Staff Time	January, 1984
8. Permit Processing	Guidelines for Permit Processing	Planning Department	City Staff Time	September, 1984
9. Maintenance of Housing Statistics	Develop Housing Statistical Methodologies	Planning Department	City Staff Time	September, 1984
10. Equal Housing Opportunity	Information Referral	Planning Department	City Staff Time	Ongoing
11. Elderly Housing	Grant Proposals	Planning Department	CDBG, FmHA	Ongoing
12. Energy Efficiency in Permit Review	Energy Efficiency with regard to Permit Review	Planning/Building Department	City Staff Time	Ongoing
13. Density Bonuses	Revise Zoning Ordinance	Planning Department	City Staff Time	June, 1984
14. Second Units in Single Family Zones	Develop Ordinance	Planning Department	City Staff Time	June, 1984

IV. ECONOMIC ENVIRONMENT

Recent studies of economic issues in Willits have identified seven primary categories of need for economic development:

Need to provide land for economic development. Currently Willits has little land zoned or suitable and available for industrial uses, and few vacant parcels available in the commercial districts, although a number of underutilized parcels and deteriorating business structures do exist.

Need to improve the physical condition of structures. While there are many businesses which are attractive in appearance and are well maintained, there are also areas and individual businesses where physical conditions are not of high quality.

Need to improve incomes of City residents. According to the 1980 census, a relatively high percentage of Willits residents have low and moderate incomes.

Need to encourage opportunities for business ownership. Although many businesses in Willits are locally owned, greater opportunities for local business enterprises are needed.

Need to encourage local investment. Additional investment is needed to improve the physical condition of businesses, expand job opportunities and increase tax revenues.

Need for healthy business competition. A great need exists to redefine and differentiate commercial districts by grouping compatible use in appropriate locations.

Need to increase local opportunities for consumer purchasing.
A current need exists to expand the range of goods and services available to Willits residents.

Policies and Implementation Measures contained in the General Plan are designed to address the economic needs cited below. Basic information on economic activities and commercial land uses is contained in the Technical Data Base for Willits General Plan.

ECONOMIC ENVIRONMENT

POLICIES

- 1** In order to strengthen Willits' sales tax revenue and employment base, the City will encourage a broad range of diversified commercial establishments to locate within its boundaries.
- 2** The City will undertake a comprehensive set of acts designed to improve the character of areas designated as Community Commercial (C-1).
- 3** The General Plan commercial categories will be defined and implemented to ensure that new commercial establishments are located near other establishments of a similar scale and character.

- 4** The Community Commercial areas will have a distinctive pedestrian-oriented character. Speciality shops, eating and drinking establishments, cultural facilities, and governmental services will be encouraged to locate in centralized areas.
- 5** The City will actively seek out businesses capable of promoting Willits' economic development and provide assistance or incentives for their relocation.
- 6** The City will cooperate with and support efforts by the local business community to upgrade the quality and vitality of commercial activities in Willits.
- 7** The City will pursue a variety of actions designed to achieve the high standards of appearance and design quality in all commercial areas.

ECONOMIC ENVIRONMENT

IMPLEMENTATION

- A** Review the City's Zoning Ordinance text and map and revise as necessary to implement General Plan Economic Policies.
- B** Review and develop standards for the design of signs, landscaping and structures to ensure compatibility with adjoining uses according to the needs and characteristics of each type of commercial district.

C Undertake and coordinate a comprehensive set of actions to improve the appearance and functioning of the primary commercial area, including the provision of:

- Landscaping and street trees
- Street furniture and pedestrian amenities
- Landscaped off-street parking areas
- Financial and technical assistance to businesses to upgrade and rehabilitate their property
- Effective enforcement of the City's Sign Ordinance

D Develop feasible and equitable funding strategies for needed improvements in commercial areas using a combination of private and public investment such as:

- Community Development Block Grant Program
- Small Business Administration Section 502 and 7 (a) Loan Program
- HUD Urban Development Action Grants
- Special Assessment Districts
- Farmers Home Administration Loan Program
- Redevelopment Tax Increment Financing

E The City, in conjunction with the Chamber of Commerce, will support the sponsorship of seminars for local business people on management techniques, and sources of financial assistance for rehabilitating their offices and store.

F Develop a comprehensive Economic Plan for the City of Willits.

G Undertake a downtown revitalization study for the purpose of identifying needed public and private improvements.

V. PUBLIC SERVICES AND FACILITIES

The City is the responsible public agency for providing a variety of public services and facilities within its jurisdiction. State law requires that the General Plan include policies and planning provisions for local transportation and recreation services, and authorizes the inclusion of General Plan elements addressing other municipal services and facilities as well (Government Code 65302, 65303). Even when a particular type of public service is not under the direct control of the City, the General Plan may still provide a useful expression of local needs and desires with respect to services provision, and provide a basis for coordinating the actions of various responsible service providers.

One basic parameter common to many service planning issues is the size of the population to be accommodated. Even though some vacant land remains in Willits, current zoning provisions would theoretically probably not allow the redevelopment of large portions of the older, central portion of the City at higher densities. On the other hand, it is questionable whether massive redevelopment in such areas would actually prove to be economically feasible; and lower allowable residential densities are to continue for these areas by the revised General Plan.

Therefore, assuming a ratio of 2.31 persons per household, the ultimate City population projected under the holding capacity presented in Technical Data Base is approximately 7,700 persons.

General Plan policies and implementation measures are organized in this chapter under the following headings:

- Recreation and Education
- Transportation and Circulation
- Other Services and Facilities

Basic data related to service planning issues are presented in the Technical Data Base for Willits General Plan document.

RECREATION AND EDUCATION

POLICIES

- 1** Parks and recreational facilities will be equitably distributed throughout Willits. Neighborhood recreational facilities will be provided in neighborhoods where they are presently lacking.
- 2** The City will provide a differentiated system of parks and recreation facilities. This system will include tot lots, neighborhood parks, and community parks.
- 3** The City will provide, encourage, and coordinate a diversified range of recreation and leisure time programs, designed to meet the needs of each age group, utilizing City Staff and other public and private agency resources.
- 4** High quality child care and/or pre-school services with fees based upon ability to pay, should be made available to working parents.
- 5** The City will coordinate with local school districts to promote the maximum public use of school and park facilities.

RECREATION AND EDUCATION

IMPLEMENTATION

- A** Plan and budget acquisition and development of proposed recreation facilities using such funding sources as:
- Park dedication fees
 - General Revenue Funds
 - State and Federal Park Funds
- B** Continue to make the Community Center, and other appropriate facilities, available to a variety of local groups and organizations for a wide variety of recreational and educational programs of value to the community.
- C** Designate Staff responsibility for promoting and coordinating the joint use of City recreation and local school facilities.
- D** Review Zoning provisions regarding pre-school and child care activities and revise as needed to encourage the establishment of such uses in appropriate places.
- E** Review and select appropriate mechanisms to support vocational training and counseling efforts such as:
- Collaboration with school district and Mendocino Community College
 - Assist local groups and organizations to obtain Government or Foundation grants for innovative vocational training programs.

OTHER SERVICES AND FACILITIES

POLICIES

- 1** The City will evaluate the capacity and effectiveness of its water, sewerage and storm drainage systems in order to determine their ability to service additional development.
- 2** The City will ensure that the costs of expanding City services, facilities and infrastructure to accomodate new, more intensive uses are not assessed against current residents of the City in the form of higher service fees.
- 3** The City shall work with the local hospital, health clinics, and medical community in providing health maintenance information to all community residents.
- 4** The City will establish and test plans and procedures for protecting the lives and property of Willits residents during potential emergency situations.
- 5** The City shall give high priority to the maintenance of existing basic services in the community.
- 6** The efficiency and effectiveness of all City departments will be subject to periodic review combined with formal efforts to improve service levels and performance.

OTHER SERVICES AND FACILITIES

IMPLEMENTATION

- A** Contract with qualified consulting firms to develop or revise facilities for water, sewage, and storm drainage based on the revised General Plan.
- B** Develop a five year Capital Improvement Program designed to implement and coordinate major public works projects to be undertaken by the City.
- C** Revise Development Fee Schedules to ensure that new construction within the City contributes its fair share of the incremental costs of capital facilities to be used by such projects.
- D** Continue to assist emergency police and fire response time planning, and monitor actual performance.
- E** Implement emergency disaster planning according to the provisions of State law.
- F** The City shall investigate the feasibility of both acquiring and operating the water utility providing service to the City, as well as alternative methods by which the City can participate in planning and regulation of water services in the City, to the end of insuring that future City water needs are met.

TRANSPORTATION AND CIRCULATION

POLICIES

- 1** The City will ensure that Willits' existing and proposed street configuration and highway provide for the safe and convenient circulation with minimum impact on sensitive facilities and areas.
- 2** Planning and implementation of street improvements should be coordinated with the access needs of adjacent development and projected infrastructure improvements.
- 3** The City will seek to preserve and enhance the scenic quality of views for U.S. Highway 101 and other roads within the Willits planning areas which may be designated for attention under the County Scenic Highway Element.
- 4** The City will work with other responsible agencies to ensure that the special needs of the elderly, handicapped, and youth are respected in the design and operation of a local transit system.
- 5** Provision of safe, comfortable transit stops should be considered during the design and construction of major municipal improvements and large private developments.

- 6** The City will cooperate with responsible regional agencies in programs designed to reduce air pollution levels from both mobile and stationary sources.
- 7** The City will support bicycling and walking as significant transportation modes which promote personal health and recreational enjoyment while minimizing energy consumption and environmental degradation.
- 8** The City of Willits, in cooperation with local property owners, will explore the feasibility of establishing additional public off-street parking lots in those areas where on-street parking has become a recognized problem.
- 9** The City encourages the use of rail to handle freight in place of trucks.
- 10** The City will strongly support continued rail service on the Northwestern Pacific Railroad (NWP) line between Willits and Eureka.
- 11** The City strongly supports the relocation of Highway 101 around Willits.

TRANSPORTATION AND CIRCULATION
IMPLEMENTATION

- A** A plan should be developed to provide more off-street parking in the Willits downtown.

- B** Upgrade methods and procedures for recording accidents and other relevant traffic information for evaluating needed circulation system improvements.
- C** Update projected future traffic volumes to reflect population estimates in the revised General Plan.
- D** Coordinate planning for major street projects with the Mendocino Transit Authority to ensure the proper accomodation of current and projected transit operations, and include bus shelters and community design plans for the downtown area.
- E** Develop a north-south road in the vicinity of Railroad Avenue for truck traffic.
- F** Traffic control such as timing of traffic signals and posting of visible speed limits should be supplemented with enforcement by police.
- G** Additional traffic signalization should be installed at key intersections.
- H** Develop a rail alternative plan for the proposed abandonment of Northwestern Pacific Railroad (NWP).
- I** Coordinate planning for the Willits Bypass with Caltrans and Mendocino County.

APPENDIX A

INDEX TO COMPONENTS OF GENERAL PLAN ELEMENTS

Components of General Plan Elements	General Plan			Technical Data Base
	Chapter(s)	Pages(s)	Appendix	
LAND USE ELEMENT (65302a) ¹				
Density	II, III	3, 16-19	B	II, III, IV
Hazardous Areas	II	11, 13-14		
Policies	II, II, IV, V	10-12, 21-22, 28-29, 33, 35, 37-38		
Land Use Map	I, II, III, IV, V	Figure 1, 3, 4, 10, 17-19	E	
Implementation Program	II, III, IV, V	13-15, 22-25, 29-30, 34, 36, 38		
CIRCULATION ELEMENT (65302b) ¹	V			IV
Assessment	V	32		
Policies	V	37-38		IV
Map of Circulation System	V			
Implementation Program	V	38-39		
HOUSING ELEMENT (65581) ¹				
Definitions	III		D	IV
Housing Background Data			D	IV
Provision of Adequate Sites				IV
Housing Issues	III			IV
Housing Needs			D	
Housing Policies	III	21-22		IV
Market & Governmental Constraints				
Implementation Program	III	22-26		
CONSERVATION ELEMENT (65302d) ¹				
Analysis of Resources				VIII
Areas of Concern	II			VIII
Policies/Criteria	II	10-11		
Implementation Program	II	13-14		

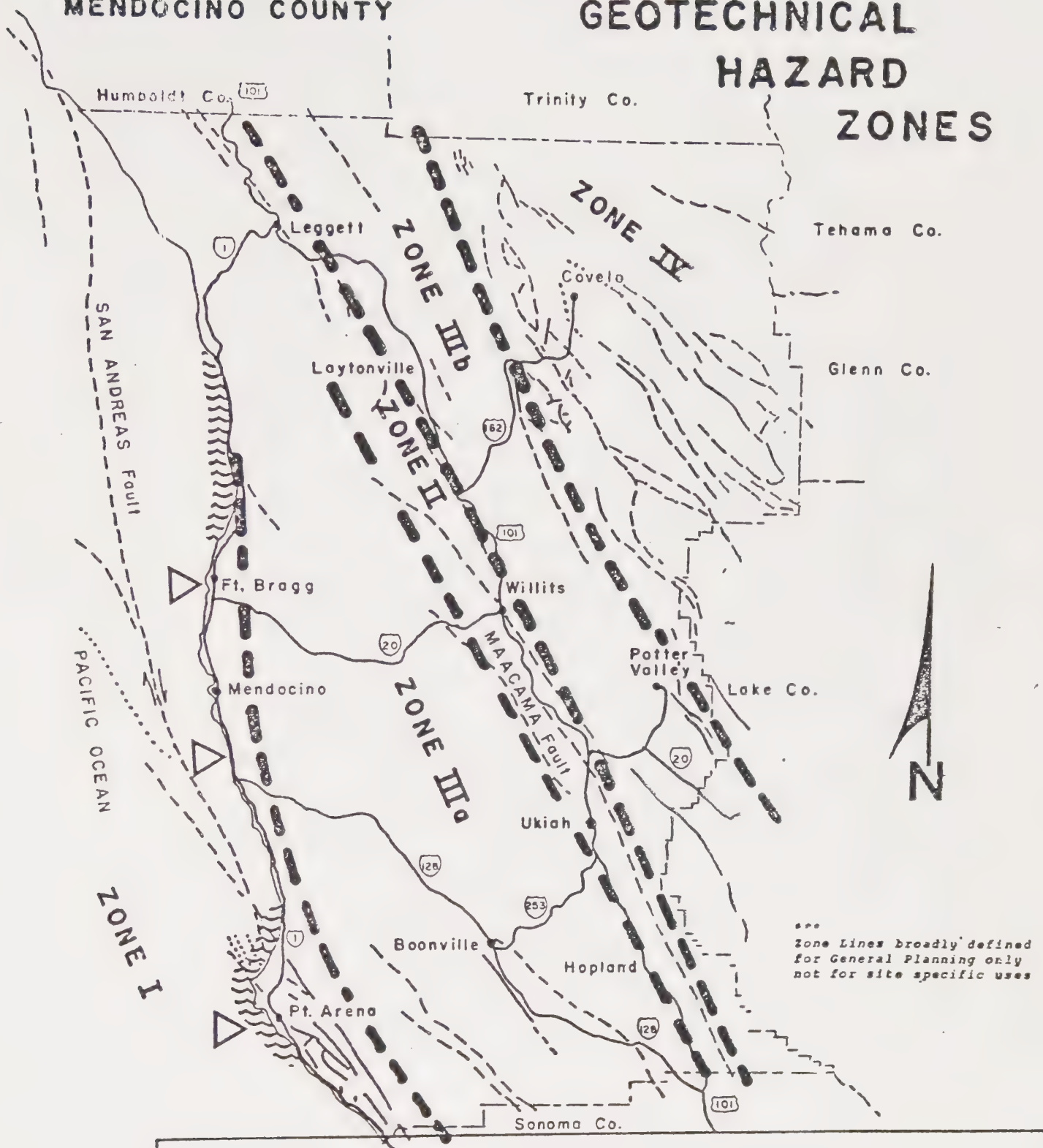
¹Applicable Section of the State Government Code

Components of General Plan Elements	General Plan			Technical Data Base
	Chapter(s)	Page(s)	Appendix	
OPEN SPACE ELEMENT (65302e and 65560) ¹ Analysis of Areas Policies Implementation Program	II, V II	10-11 34		III, VIII
SEISMIC SAFETY ELEMENT (65302f) ¹ Identification of Hazards Evaluation of Land Use Structural Hazards Policies Implementation Program	II II	11 13-14	B B B B	XI
NOISE ELEMENT (65302g) ¹ Existing Noise Levels Future Noise Levels Policies/Standards Implementation Program	II II	12 14	C	X X
SCENIC HIGHWAYS (65302h) ¹ Identification Policies	V	37		VI
SAFETY ELEMENT (65302i) ¹ Identification of Hazards Acceptable Risk Policies Implementation/Mitigation	II, V II	11, 35 13-14, 36	B B B	XI XI
RECREATION ELEMENT (65303a) ¹ Identification of Areas Policies Implementation Program	V V V	33 34		VII

¹Applicable Section of the State Government Code

MENDOCINO COUNTY

GEOTECHNICAL HAZARD ZONES



Zone Lines broadly defined
for General Planning only
not for site specific uses

LEGEND							
Symbol	Fault Feature	Hazard Potential	Zone I San Andreas Fault	Zone II Maacama Fault	Central Zone IIIa Coastal Belt	County Zone IIIb Eastern Belt	Zone IV Zone IV Northeast Belt
—	Known	Ground Shaking	High	M	M	M	L
- - -	Inferred	Surface Faulting	M	M	L	L	L
.....	Concealed	Landslides	Medium	M	M	M	M
- - - -	Zone Line Approx.	Tsunami	M - M	O	L	O	O
	Tsunami Potential	Seiche	Low	L	L	L	L
△	Harbor Damage	Liquefaction	L - M	L - M	L	L	L
County Planning Dept		Scale 1"=12mi.	Date Apr 80	Source: Cal Div. Mines & CDF		drawn by jd:2	

APPENDIX B

A SCALE OF ACCEPTABLE RISKS

Level of Acceptable Risk	Kinds of Structures	Extra Project Cost Probably Required to Reduce Risk to an Acceptable Level
1. Extremely low ¹	Structures whose continued functioning is critical, or whose failure might be catastrophic: nuclear reactors, large dams, power intertie systems, plants manufacturing or storing explosives or toxic materials	No set percentage (whatever is required for maximum attainable safety)
2. Slightly higher than under level 1 ¹	Structures whose use is critically needed after a disaster: important utility centers; hospitals; fire, police, and emergency communication facilities; fire stations; and critical transportation elements such as bridges and overpasses; also smaller dams	5 to 25 percent of project cost ²
3. Lowest possible risk to occupants of the structure ³	Structures of high occupancy, or whose use after a disaster would be particularly convenient: schools, churches, theaters, large hotels, and other high-rise buildings housing large numbers of people, other places normally attracting large concentrations of people, civic buildings such as fire stations, secondary utility structures, extremely large commercial enterprises, most roads, alternative or noncritical bridges and overpasses.	5 to 15 percent of project cost ⁴
4. An "ordinary" level of risk to occupants of the structure ^{3,5}	The vast majority of structures: most commercial and industrial buildings, small hotels and apartment buildings, and single family residences.	1 to 2 percent of project cost, in most cases (2 to 10 percent of project cost in a minority of cases) ⁴

¹ Failure of a single structure may affect substantial populations.

² These additional percentages are based on the assumption that the base cost is the total cost of the building or other facility when ready for occupancy. In addition, it is assumed that the structure would have been designed and built in accordance with current California practice. Moreover, the estimated additional cost presumes that structures in this acceptable-risk category are to embody sufficient safety to remain functional following an earthquake.

³ Failure of a single structure would affect primarily only the occupants.





⁴ These additional percentages are based on the assumption that the base cost is the total cost of the building or facility when ready for occupancy. In addition, it is assumed that the structures would have been designed and built in accordance with current California practice. Moreover the estimated additional cost presumes that structures in this acceptable-risk category are to be sufficiently safe to give reasonable assurance of preventing injury or loss of life during an earthquake, but otherwise not necessarily to remain functional.

⁵ "Ordinary risk": Resist minor earthquakes without damage; resist moderate earthquakes without structural damage, but with some non-structural damage; resist major earthquakes of the intensity or severity of the strongest experienced in California, without collapse, but with some structural as well as nonstructural damage. In most structures, it is expected that structural damage, even in a major earthquake, could be limited to repairable damage. (Structural Engineers Association of California).

Source: Meeting the Earthquake Challenge,
Part I, p. 9

APPENDIX C

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB						INTERPRETATION
	55	60	65	70	75	80	
RESIDENTIAL – LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES							 NORMALLY ACCEPTABLE Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
RESIDENTIAL – MULTI-FAMILY							
TRANSIENT LODGING – MOTELS, HOTELS							 CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES							
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES							 NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS							
PLAYGROUNDS, NEIGHBORHOOD PARKS							 CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES							
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL							
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE							

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn}. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn}.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or L_{dn}. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

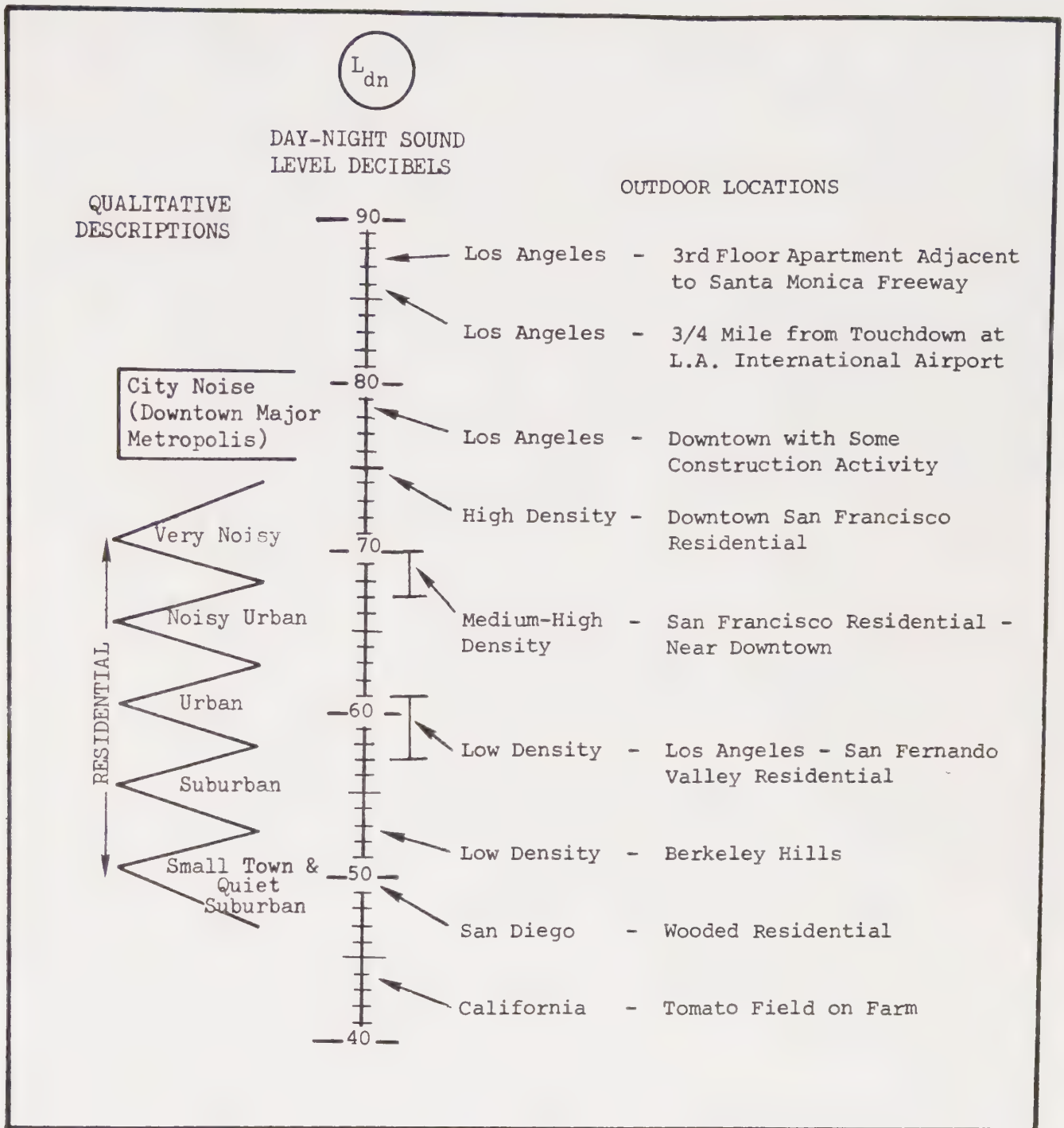
Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

APPENDIX C

Corrections to be Added to the Measured Community Noise Equivalent Level (CNEL) to Obtain Normalized CNEL

Type of Correction	Description	Amount of Correction to be Added to Measured CNEL in dB
Seasonal Correction	Summer (or year-round operation).	0
	Winter only (or windows always closed).	- 5
Correction for Outdoor Residual Noise Level	Quiet suburban or rural community (remote from large cities and from industrial activity and trucking).	+10
	Quiet suburban or rural community (not located near industrial activity).	+ 5
	Urban residential community (not immediately adjacent to heavily traveled roads and industrial areas).	0
	Noisy urban residential community (near relatively busy roads or industrial areas).	- 5
	Very noisy urban residential community.	-10
Correction for Previous Exposure and Community Attitudes	No prior experience with the intruding noise.	+ 5
	Community has had some previous exposure to intruding noise but little effort is being made to control the noise. This correction may also be applied in a situation where the community has not been exposed to the noise previously, but the people are aware that bona fide efforts are being made to control the noise.	0
	Community has had considerable previous exposure to the intruding noise and the noise maker's relations with the community are good.	- 5
	Community aware that operation causing noise is very necessary and it will not continue indefinitely. This correction can be applied for an operation of limited duration and under emergency circumstances.	-10
Pure Tone or Impulse	No pure tone or impulsive character.	0
	Pure tone or impulsive character present.	+ 5

FIGURE 4



RANGE OF TYPICAL OUTDOOR NOISE ENVIRONMENTS
EXPRESSED IN TERMS OF DAY NIGHT SOUND LEVEL (L_{dn}), dB

APPENDIX D

RESIDENTIAL AND HOUSING DATA

HOUSING CONDITIONS

Age of Housing

Table 2 displays the age of housing in the City of Willits. The data are based on responses to a question asked of a sample of the population during the censuses of 1960, 1970 and 1980. 1980 data were estimated using recent building permit and demolition information. For each of the census years, the number of housing units built in the most recent time period (e.g., 1970 to 1979) includes not only the units built in the decade prior to the census, but also those few units which might have been built in January through March of that census year. Units covered are generally only year-round housing units.

TABLE 2

Age of Housing*

	Number of Units			Percent
	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1980</u>
1970 to 1979	-	-	470	29
1960 to 1969	-	134	145	9
1950 to 1959	305	330	335	21
1940 to 1949	231	223	230	14
1939 or earlier	638	439	420	26
Total	1,174	1,126	1,600	100

*Year structure built

Sources: United States Census Bureau
Moore Research Corporation

As can be seen from Table 2 above, over one quarter of the city's housing units, about 420 of them, are estimated to be 43 years old or older. This will have a noticeable effect on building rehabilitation and removal rates in the next 20 years or so.

Substandard Housing

Based on a windshield survey, 200-225 housing units are estimated to be in need of rehabilitation. That represents about 14 percent of the City's entire housing stock.

Rehabilitation needs were broken down into two categories: minor and major. Minor rehabilitation was estimated to cost 5 to 25 percent of replacement cost - \$3,000 to \$15,000 worth of repairs, typically, for a house with a replacement cost of \$50,000 to \$60,000. Major rehabilitation was estimated to be between 25 and 50 percent of replacement cost - typically more than \$15,000, but less than \$30,000. Units needing demolition and replacement were those for which the estimated cost of rehabilitation would equal or exceed 50 percent of replacement cost - typically \$30,000 or more.

The survey information was recorded on County Assessor's parcel maps. For this reason, the information summarized from the survey is presented for 17 planning sub-areas of the city, each of which is an aggregation of roughly 4 or 5 Assessor's parcel map pages. A map describing those planning sub-areas is included as Figure D-1.

The following table presents the results of the housing condition survey. Housing condition information is presented for the 17 planning sub-areas described on Figure D-1 and is broken down first by the number of units in residential zones, as opposed to those in non-residential zones. The reason for this breakdown is that many of those units in non-residential zones, that may be in need of rehabilitation, may undergo a conversion to a non-residential use, matching the zoning for the parcel, before or rather than being rehabilitated for residential use. As a matter of public housing policy, it probably does not make sense to assist in the rehabilitation of a dwelling that could be converted to commercial use at some time in the future.

TABLE 3

Housing Condition

Area	<u>Units in Residential Zones</u>			<u>Units in Non-residential Zones</u>		
	<u>Ade- quate</u>	<u>Need Minor Rehab.</u>	<u>Need Major Rehab.</u>	<u>Ade- quate</u>	<u>Need Minor Rehab.</u>	<u>Need Major Rehab.</u>
1	4	1	0	0	1	0
2	0	3	1	1	0	0
3	109	1	0	0	0	0
4	11	4	4	2	5	0
5	0	0	0	0	0	0
6	163	28	1	24	0	0
7	140	20	5	5	1	0
8	121	13	0	0	0	0
9	99	58	0	29	35	0
10	23	7	0	2	3	0
11	37	17	0	9	9	0
12	5	5	0	0	2	0
13	78	21	1	4	11	0
14	1	2	0	1	0	0
15	3	1	0	1	1	0
16	181	0	0	0	1	0
17	75	1	0	0	0	0
Total	<u>1,050</u>	<u>182</u>	<u>12</u>	<u>78</u>	<u>69</u>	<u>0</u>
Percent	75.5	13.1	0.9	5.6	5.0	0.0

Note: Refer to text above for important explanations.

The Housing Condition Table does not show the number of units needing removal and replacement because there were only two units in that category. Keeping in mind that the survey did not include 100% of the city's housing units, we may estimate that there are approximately 2 to 4 units in the city which should be removed and replaced.

180 units in Area 16 were counted to be in adequate condition but are shown as being located on parcels in non-residential zoning. Because those units were relatively new and are not expected to be converted to non-residential uses in the foreseeable future, they were arbitrarily included as being in residential zoning. Elsewhere in Chapter 4, Housing and Residential Development of the Technical Data Base, it is recommended that those units and others in similar situations should be rezoned to a residential zoning in order to insure that they remain as part of the city's housing inventory. The remaining tables and figures used in this report assume that those 180 units will be rezoned into residential zoning and include them in statistics covering units in residential zones.

Housing Costs as a Function of Income

The typical standard of housing affordability used by housing analysts measures the number of lower-income households paying more than 25% of their gross income for housing.

The standard most often used by financial institutions in evaluating housing affordability is whether the household is paying less than or equal to 1/3 of its gross income for housing costs, including house payments or rent, property taxes, if any, insurance and utilities. While the 25 percent figure is a more desirable target, it may have outlived its applicability. Given that the higher figure comes closer to matching reality for most households, and that financial institutions do not consider such a household overburdened with debts, it seems that the higher figure may be a more practical standard of housing affordability.

Table 4 estimates affordability problems for lower-income households for the City of Willits in 1980. Lower income households are defined here as households earning less than 80 percent of the median household income for Mendocino County, or less than \$7,000.

TABLE 4

Lower Income Households Paying More Than 25% of Gross Income for Housing, 1980

Owner Households	73
Renter Households	<u>134</u>
Total lower income households	207

Source: Mendocino Council of Governments

Special Housing Needs

Handicapped

There are no statistical sources which measure the extent of the handicapped population in the city. Because urban areas typically provide more services to handicapped persons, we assume that Willits has a smaller proportion of handicapped persons than larger metropolitan areas; although, it may have a larger proportion than in truly rural areas such as the unincorporated parts of Mendocino County.

Elderly

As was mentioned previously, Willits has nearly twice the proportion of persons 65 years old and over than is the case statewide. In addition it has been estimated that approximately 5-15% of the elderly population have some form of a physical handicap. This would mean anywhere from 17-50 individuals in the City of Willits.¹ Thus, subsidized housing programs for the City of Willits should include housing for elderly and handicapped individuals.

Large Families

Willits generally has a smaller proportion of large families (those with 5 or more persons) than is the case either countywide or statewide. Thus, the special housing needs of large families in Willits should not receive special emphasis.

Farm Workers

As is shown by the employment tables, there is an extremely small number of farm laborers living in Willits. Thus, the special housing needs of farm workers in Willits is not an important issue for this report.

Families with Female Heads of Households

The number of families with female heads generally indicates families with a single income producer, and may indicate special housing needs based on household income, coupled with special childcare needs. Willits has about the same proportion of families with female heads as the County of Mendocino, but both jurisdictions show a lower percentage of families with female heads than the State of California as a whole (8.8 percent for the city compared with 11.5 percent for the state in 1970). On the other hand, the proportion of unrelated individuals who are women is slightly higher for the City of Willits than for the State as a whole (52.6 percent and 50.1 percent, respectively).

While families with female heads of households does not represent an especially large problem in Willits, the level of such households should be considered, particularly as it relates to childcare needs, in the development of subsidized housing in the community.

1. Conversation with Ellie Huffman, California Department of Aging, April 13, 1982.

Discrimination

Racial minorities and families with female heads of household comprise very small proportions of the Willits population. Additionally, no occurrences of illegal or unfair discrimination as described in the State's Housing Element Law, were found during the preparation of this document, and no allegations of such discrimination are known to have been reported.

Housing Characteristics of Households

Overcrowding

Table 5 gives estimates of overcrowding in Willits as of the last two censuses. We can expect that the percentage of households living in an overcrowded condition will have diminished, just as it did between 1960 and 1970. Still, overcrowding was somewhat more prevalent in Willits in 1970 than either countywide or statewide, where the percentages were 8.7 and 7.9, respectively. If the percentage of households living in overcrowded conditions has diminished to 8 percent, that would mean that there were approximately 125 households living in overcrowded housing conditions in 1981.

TABLE 5

Overcrowding*

	<u>Percent of Households</u>	<u>Number of Households</u>
1960	13.7	147
1970	9.4	100

*Defined as occupied housing units having 1.01 or more persons per room.

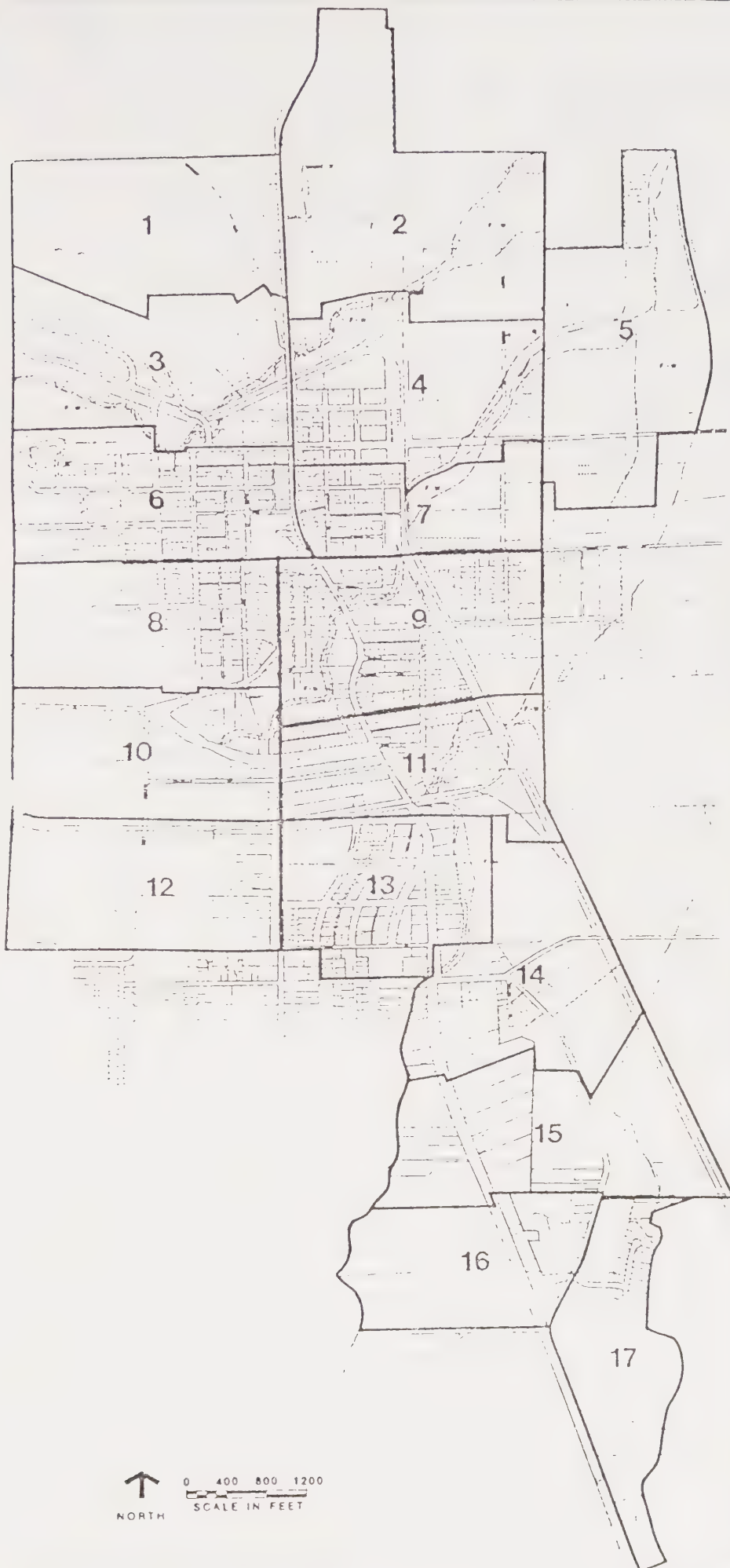
Source: United States Census Bureau

Concentrations of Low-Income Housing

There are not, at present, any major concentrations of low-income housing. There is, however, one existing low-income housing development and another one proposed for the vicinity of Holly Street. That area also contains a moderate amount of housing in need of some rehabilitation work. While the concentration of low-income housing there has not reached the point where additional subsidized housing should be automatically precluded from the area, it has reached the point where other parts of the city should be given preference for such housing. Any additional low-income housing there should be scrutinized in the light of avoiding concentrations of such housing.

Some of the scattered, older residential areas of the city have a moderate level of need for housing rehabilitation work. Should those areas not experience the level of rehabilitation necessary to prevent them from deteriorating further, some pockets of substandard low-income housing concentrations could develop.

FIGURE D-1



PLANNING SUBAREAS

WILLITS

GENERAL PLAN

HOUSING ELEMENT

CITY OF WILLITS, CALIFORNIA

MOORE RESEARCH CORPORATION

Santa Rosa, California

January 8, 1982

Legend:

○ Planning Subarea

----- City Limits

----- Floodway Limits

----- Stream Flow Line

RESIDENTIAL ENVIRONMENT OBJECTIVES

OBJECTIVES

Objective 1: New Housing Construction

To meet the objectives shown on the following table.

TABLE 6

New Construction Objectives*

	<u>1980-</u> <u>1985</u>	<u>1986-</u> <u>1990</u>	<u>1991-</u> <u>1995</u>	<u>1996-</u> <u>2000</u>
Total Need	379	403	436	504
Annual Rate	76	81	87	101
Assistance Need	122	118	121	140
Annual Rate	24	24	24	28
Percent of Total Need	32	29	28	28
Assistance Objective	105	90	91	105
Annual Rate	21	18	18	21
Percent of Assistance Need	86	76	75	75
Assistance Deficit	17	28	30	35
Annual Rate	3	6	6	7
Percent of Assistance Need	14	24	25	25

*In housing units.

Objective 2: New Housing Sites

To meet the objectives shown on the following table.

TABLE 7

New Housing Site Objectives*

	<u>1980-</u> <u>1985</u>	<u>1986-</u> <u>1990</u>	<u>1991-</u> <u>1995</u>	<u>1996-</u> <u>2000</u>
Total Need	87	221	287	382
Annual Rate	17	44	57	76
Objective (Existing)	87	221	287	382
Annual Rate	17	44	57	76
Percent of Need	100	100	100	100
Deficit	0	0	0	0
Annual Rate	0	0	0	0
Percent of Need	0	0	0	0

*In terms of individual housing unit sites.

Objective 3: Vacancy Rates

It is the City's objective to assist in maintaining the following vacancy rates within the city:

Homeowner vacancy rate - 1.5 to 2.5 percent

Rental vacancy rate - 5 to 7 percent

Mobilehome site rental vacancy rate - 3 to 6 percent of such rental sites

Objective 4: Permit Processing

It is the objective of the City of Willits to process required permits within the time frame provided by statute and within the State's "permit guidelines," without requiring time extensions. The City further sets the objective of processing a majority of such permits within two-thirds of the time limitations set by such statutes and guidelines.

APPENDIX E

ILLUSTRATIVE TABLE OF APPROPRIATE USES FOR ZONING CATEGORIES

P--Generally permitted use, although development requirements may be imposed

UP--Generally conditional allowed use

N--Generally not an appropriate use for the Commercial or Industrial category

Type of Use	C-0	C-1	C-2	M-L	M-H
Appliance	UP	P	P	N	N
Animal Clinic	N	N	N	UP	UP
Auto Repair	N	UP	UP	P	P
Auto Sales	N	N	P	N	N
Banks	P	P	P	N	N
Bar	UP	UP	UP	N	N
Barber	N	P	P	N	N
Beauty	N	P	P	N	N
Clothing		P	P	N	N
Delicatessen	UP	P	P	N	N
Department Stores	N	UP	UP	N	N
Drive-In Restaurants	N	N	UP	N	N
Drug Store	UP	P	P	N	N
Food	UP	P	P	N	N
Furniture	UP	P	P	N	N
Gas Station	N	UP	UP	UP	P
Hardware	UP	P	P	N	N
Light Manufacturing	N	N	N	P	P
Liquors	N	UP	UP	N	N
Mortuary	P	P	P	N	N
Motel	N	UP	P	N	N
Office	P	P	P	N	N
Parking Lots	UP	UP	N	N	N
Pet Store	UP	P	P	N	N
Private Schools	N	P	P	N	N
Rental Equipment	N	N	P	P	N
Restaurant	UP	P	P	N	N

GLOSSARY OF TERMS

Beautification: An effort to offset the potential barrenness of urban development by improving the attractiveness of an area, using such treatment methods as landscaping, sign control, fencing, removal of overhead wiring, code enforcement, etc. These efforts often involve joint public and private programs to plant flowers, clean up litter, paint walls and fix up storefronts. The goal is to improve the appearance and amenities of an area and to strengthen community pride and commitment.

Capital Improvements Program: A comprehensive, multi-year schedule of public physical development projects. Priorities of need are indicated, as well as method of financing. The program is a guide for future planning and is not a commitment to spend. It should be revised annually and projected one additional year to allow for changing conditions.

Community Development Block Grant (CDBG) Program: A federal allocation program, administered by the U.S. Department of Housing and Urban Development, which distributes funds on a yearly basis to cities and other agencies for projects that serve lower-income residents, addressing areas such as housing, economic development, recreation, neighborhood improvement, public works and social services.

Density Bonus: An incentive mechanism used by a jurisdiction to increase the availability of housing for lower-income residents. The developer of a proposed housing project is requested to designate a portion of his units (25%) for occupancy by lower-income households, and prices the units accordingly. In exchange, the developer is allowed to build his project at a somewhat higher density than zoning would normally allow. The income provided by these "bonus" units offsets the cost to the developer, while private provision of lower-income housing relieves public housing subsidy programs.

Environmental Impact Report (EIR): A detailed evaluation of the effect upon a jurisdiction of a project (such as a shopping center or a General Plan) as required by State law. The report, which is circulated among citizens and government agencies for comment, identifies significant impacts and their effects, review mitigation measures proposed as part of the project to minimize those impacts, and discusses possible alternatives to the proposed project. The EIR is intended to ensure that a proposed project takes into consideration all factors and is implemented in a way that provides the most benefits and creates the least adverse impacts possible.

General Plan: A comprehensive, long-term framework for the development of a jurisdiction, required by State law, consisting of a statement of development policies and the objectives, principles, standards and proposals to implement those policies, together with maps as appropriate. The General Plan must address at a minimum the following nine issues: land use; circulation; housing; conservation; open space; seismic safety; safety; noise; and scenic highways. Optional elements of concern to the community may be included (e.g., recreation). All development regulations such as zoning, and capital improvement projects must be consistent with the policies of the Plan. The General Plan can be amended if necessary, and should be reviewed and updated on a regular basis.

Goal: An ultimate purpose or end toward which effort is to be directed, expressed as a value statement general in nature (e.g., "To seek to improve the appearance and design quality of the community as a whole.")

Planned Unit Development (P.U.D.) (Cluster): An alternative to traditional subdivision development, providing flexibility in lot sizes, housing styles, circulation patterns and open space. Together with building individual homes on separate lots, a planned unit development may include attached and multi-unit housing, either condominium or rental units, with common parking areas and a common open space. The advantages of this approach include: ability to provide housing less expensively, provision of open space without public expense, less street and utility construction per unit, and greater variety in housing. Overall density remains the same as in traditional development, or can be allowed to increase.

Policy: A definite course or method of action, selected to guide and determine present and future decisions, and implying a clear commitment (e.g., "Where possible, schools, parks and neighborhood facilities will be linked by a continuous and extensive pedestrian system.")

Specific Plan: A plan for the systematic implementation of the General Plan within a designated area or areas of the City, which includes detailed regulations, conditions, programs, and proposed legislation as may be necessary or convenient. The authority for and scope of Specific Plans is addressed within the California Government Code, Section 65450 et seq.

Sphere of Influence: A region outside the jurisdiction's current boundaries which is determined by the Local Agency Formation Commission (LAFCO) to represent the probable ultimate extension of service delivery capability and annexation.

Subdivision Regulations: A set of requirements ensuring certain standards of design in development, applied to the division of one land parcel into smaller lots. Standards address such subjects as street and utility construction, site grading, circulation and open space.

Zoning Ordinance: A set of regulations controlling the use of land, size of buildings, area of lots and other characteristics of development in a jurisdiction, together with a map designating the specific districts where each type of control applies.

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